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ABSTRACT

The first of three related monographs resulting from a Unesco regional literacy workshop in Asia, this booklet provides information useful to those designing national programs in literacy training for underdeveloped and developing nations. Following an introduction, the booklet discusses the formulation of both policy guidelines and policy statements bearing upon literacy and adult education. The political will and the role of leadership in such programs are also discussed. The major portion of the booklet is divided into two parts. The first part discusses principles of planning with special reference to literacy and adult education, including planning literacy and adult education as an integral part of the total life-long learning system; the reconciliation of national needs and local needs; and ensuring the flow of information. The second section discusses the planning process, including needs assessment, objectives and target groups, and funding and resource mobilization. A discussion of the training delivery system and program evaluation and feedback conclude the booklet. (HTH)

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Planning, Administration and Monitoring in Literacy

Portfolio of Literacy Materials
Monograph Series Series 2

Planning of Literacy Programmes

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PREFACE

One of the common problems in the organization of the national literacy training programmes is the lack of training materials on various aspects of literacy activities.

To help meet the need, the Unesco Regional Office for Education in Asia and the Pacific is bringing out a series of monographs based on the materials and experiences generated at the Regional Literacy Workshops which have been organized by the Unesco Office over a period of time.

The first series comprised four monographs and were based on documents and deliberations of the Regional Literacy Workshop on Curriculum, Motivational, Instructional and Follow-up Materials held in Udaipur, (India) on 29 November – 20 December 1979.

The present monographs form the second series and are based on the documents presented by the participants at the Regional Literacy Workshop on Planning, Administration and Monitoring held in Ho Chi Minh City (Viet Nam) on 25 April to 7 May 1980.

The second series include the following:

1. Planning of literacy Programmes
2. Administration of Literacy Programmes
3. Monitoring of Literacy Programmes

The monographs draw upon the experiences of seven participating Member States and provide information and experiences which may be found useful to those who have to design and carry out training programmes in literacy. It is to be hoped that they will also serve to start off discussion and dialogue among the literacy workers on such important topics as planning, administration and monitoring in literacy and to share practical experiences on them.

The literacy workers in the Member States are invited to send their comments and suggestions on the monographs so that the monographs may be revised and improved in subsequent editions.

ACKNOWLEDGEMENTS

This monograph is based on the documents which include the country status reports and case studies submitted by the participating Member States, and Working Papers prepared at a Regional Workshop on Planning, Administration and Monitoring held in Ho Chi Minh City (Viet Nam) from 25 April to 7 May 1980. The Report of the proceedings of the Workshop has been published separately.

The Unesco Regional Office for Education in Asia and the Pacific wishes to thank Mr. Le Son, Director, Department o. Complementary Education, Ministry of Education, Socialist Republic of Viet Nam for his contribution to the preparation of this monograph.

CONTENTS

	Page
Introduction	1
The formulation of policy guidelines related to literacy and adult education	1
Policy statements bearing upon literacy and adult education	2
Political will and the role of leadership	4
Some principles of planning with special reference to literacy and adult education.	
(a) The context of planning	5
(b) Clarification of concept of literacy and setting of goals for literacy	5
(c) Planning literacy and adult education as an integral part of the total life-long learning system	6
(d) Inter-sectoral planning and co-ordination	6
(e) The maintenance of a balance between centralization and decentralization	7
(f) The reconciliation of national needs and local needs	8
(g) The harmonization of literacy and adult education with trends in mass communication	9
(h) Ensuring the flow of information	9
(i) High level policy making/planning mechanisms	9
The planning process:	
(a) The assessment of needs	10
(b) The formulation of literacy and adult education objectives	11
(c) Target groups	12
(d) The setting of quantitative targets	13
(e) Funding and resource mobilization	14
The delivery system	16
Evaluation and feed-back	17
Conclusion	18
References	18

PLANNING OF LITERACY PROGRAMMES

Introduction

Seven countries of Asia, namely the Democratic Republic of Afghanistan, Bangladesh, India, Lao People's Democratic Republic, the Philippines, Thailand, and the Socialist Republic of Viet Nam, presented status reports and case studies on the planning, administration, and monitoring of literacy programmes, and participated in the Regional Literacy Workshop help in Ho Chi Minh City, the Socialist Republic of Viet Nam from 25 April to 7 May 1980*. Indonesia sent a status report and case study but was not represented at the Workshop. The Workshop divided itself into three panels to discuss the three aspects mentioned above. The present monograph is based partly on the documentation and report of the Workshop, and partly on normative considerations relevant to the planning of literacy and adult education in the context of the countries in Asia. It should be noted that in as much as the central focus of the Workshop was on literacy, it is only incidentally that the general field of adult education entered into the documentation and the deliberations. This emphasis is naturally reflected in the present report as well.

The importance of the careful planning of literacy programmes was highlighted by the consideration that the plans pursued so far in most countries had modest success to result in substantial progress in the eradication of illiteracy. Every participating country reported a reduction in the rate of illiteracy over the past two decades, but in a few of them the absolute number of illiterates had increased. There was also wide variations in the literacy rates of various groups, those worst off being females, the rural and urban poor, and ethnic minorities living the remote areas.

The following were identified as being the main reasons for the continuance of a high incidence of illiteracy: the rapid rate of population growth, the failure to universalize primary education, and the low priority accorded in educational plans to literacy activities, in terms of programmes planning and management, as well as financial, personnel and other resources. It was outside the scope of the Workshop to consider the first two reasons, and its deliberactions were focused on the third.

The formulation of policy guidelines related to literacy and adult education

The formulation of policy guidelines is an activity precedent to the detailed planning process, and deserving of attention in its own right. Policy guidelines are formulated partly on an *a priori* basis, and partly on the basis of emperical data, but these two interact most of the time and do not stand in isolation from each other.

In regard to literacy and adult education, the *a priori* considerations which make them policy concerns are mainly that education is a human right, that literacy provides access to knowledge and all the advantages that go with such acquisition, and that continuing adult education is a means of promoting the development of harmonious personalities, with ever widening and deepening spheres of interests, who contribute significantly to the well-being of the nation by their economic productivity and social sensibility.

* The report of the Regional Workshop has been published separately by Unesco (Bangkok)

Planning of literacy programmes

The spread of literacy is regarded in effect as a *sina qua non* for the struggle against exploitation and the removal of impediments to the growth of the individual and the socio-economic progress of a country; also to create responsible and productive citizens and, in a larger sense, to safeguard a nation's cultural identify, its integrity and its independence.

At the conceptual level then, literacy is seen throughout the region as a tool to democratize society and enlist popular participation in the decision-making process. Indeed, it constitutes the first, crucial step towards the acquisition of knowledge, and the development of productive skills. It also fosters a keener awareness of the rights and responsibilities of the individual and the community at large.

Empirical surveys for their part demonstrate shortfalls from what can be regarded as an even minimally adequate level of education. The situation in regard to the incidence of illiteracy has already been mentioned. More importantly, in nearly all the countries of the region, the creation of employment opportunities has not kept pace with the numbers seeking employment. *per capita* incomes have shown a slow rate of growth, but there has been no perceptible decrease in the number living below the poverty line with incomes inadequate to meet basic human needs.

Of special concern to educators is the growing disenchantment with formal education, because of the high incidence of unemployment among educated youth.

The above mentioned considerations have induced governments to accord literacy and adult education a higher priority than before, and evidence to this effect is presented in the following section.

Policy statements bearing upon literacy and adult education

Support for literacy and adult education is in some countries deduced by inferences from constitutional provisions. More often, and more directly, the pronouncements and decrees of heads of state are shown to bear upon them. Statements in national development plans are a further source. Some examples of these are considered below.

(a) *The Philippines*

In the Philippines, the Constitution of 1973 has the following statement in Article XV, Section 8, paragraph 6: "The State shall provide citizenship and vocational training to adults and out-of-school youth and create and maintain scholarships for poor and deserving students."[1]

Presidential Decree No. 6A states the following policies with reference to literacy and adult education:

1. Democratization of access to educational opportunities through the provision of financial assistance to deserving students, skills training programmes for out-of-school youth and continuing education programmes for non-literate adults.

2. Establishment and/or operation of skills training centres, and other non-formal training programmes for the out-of-school youth and the unemployed[2].

The Five Year Philippine Development Plan, 1978-1982 states as follows: "We have set our development plans towards a direct and purposeful attack against poverty by .... reducing if not entirely eliminating illiteracy, expanding employment opportunities"[3].

(b) *Afghanistan*

In Afghanistan, after the revolution in 1978, the Central Committee of the Revolutionary Council announced a mass campaign for the eradication of illiteracy. It expressed the view that the spread of illiteracy has a decisive role to play not only in changing the mentalities of the people for the realization of the goals of the revolution, but also in insulating the people against "fanticism and superstition", and increasing their economic productivity, releasing at the same time their creative energies for a constructive role in the political and social life of the country.[4]

(c) *Bangladesh*

The President of the People's Republic of Bangladesh announced the launching of a Mass Literacy Programme from 21 February 1980 as the second phase of the national revolution. Item 9 of his 19-point programme for the overall development of the country read as follows: "The country must be freed from the curse of illiteracy".[5]

(d) *India*

In India, the Minister of Education of the central government made on 5 April 1977 a policy declaration in which he stated as follows:

> The Government has resolved to wage a clearly-conceived, well-planned and relentless struggle against illiteracy to enable the masses to play an active role in social and cultural change. Literacy ought to be recognised as an integral part of an individual's personality. The present thinking on adult education is based on the assumptions: a) that illiteracy is a serious impediment to an individual's growth and to a country's socio-economic progress; b) that education is not coterminous with schooling but takes place in most work and life situations; c) that learning, working and living are inseparable and each acquires a meaning only when correlated with others; d) that the means by which people are involved in the process of development are at least as important as the ends; and e) that the illiterate and the poor can rise to their own liberation through literacy, dialogue and action.[6]

(e) *Indonesia*

In Indonesia, the Minister of Education and Culture announced the inauguration of the Kejar programme. The word Kejar has three meanings. One is the literal meaning of the word "to catch up"; the second consists of the abbreviations of the word *bekerja* (to work) and *belajar* (to learn); and the third consists of the words kelompok (group) and *belajar* (to learn). Thus, the intended thrust of the programme is to organize learning groups which will combine work and study to improve their lot and catch up with the advanced sections of society.

(f) *Lao People's Democratic Republic*

In the Lao FDR, the Prime Minister's decree No.: 08 of 14 January 1977 announced the elimination of illiteracy and the provision of complementary education as an important goal, and set out the plans to be undertaken in this connection.

(g) *Thailand*

In Thailand, the recent trend has been to subsume literacy as a component of the non-formal education programme rather than to make any specific reference to it. For example, the Fourth National Economic Development Plan (1977-1981) states that two of the educational development policies are to:

> Improve the education system so as to achieve a stronger relation to economic and social development improved capability, flexibility, and responsiveness to local conditions, more closely integrate formal and non-formal education, and ensure their response to labour market conditions; and Accelerate the expansion of non-formal education in its various forms as required by the needs and interests of the population.[7]

(h) *Viet Nam*

In Viet Nam, the problem of illiteracy was confined only to the south as illiteracy had been eradicated in the north. After the liberation of the south, the Government issued Directive No. 221 dated 17 June 1975 to do away with illiteracy for government employees and youths at once, then to provide them with further complementary education, and at the same time launch a sweeping mass movement in order to abolish illiteracy within two years among working people under 50 years of age for men and 45 years of age for women.

Political will and the role of leadership

It is necessary to recognize that policy pronouncements and statements *per se* cannot bear fruit unless they are supported by a strong political will and commitment on the part of those in leadership positions.

Political Will

Strong commitment and political will on the part of the governments are necessary in order to support viable literacy programmes focused on the needs of rural areas and based on local participation. Commitment alone is thus not enough; it has to be reflected in national development plans and translated into concrete decisions and programmes. Well-intended policies, carefully drawn regulations and even generous resources allocations may all be in vain if political will is not present to provide the direction and dynamics required to transform the intentions into results. Without it, development policies may result in mere tokenism rather than becoming instruments of national progress.

The Role of Leaderhsip

The experience of literacy education in certain Asian countries shows that noteworthy success is owed to a dynamic leadership associated with the perception that such

education is a powerful instrument of political socialization and the conversion of the masses to the acceptance of a new ideology. There is no reason why leadership should not be equally dynamic and committed even in the absence of an urgency for political socialization. For example, the eradication of poverty with all its concomitants, the promotion of productivity in all sectors of economic endeavour so that there are substantial fruits of growth to be shared, and the need for the equitable sharing of the gains from economic growth to ensure that the greatest benefits accrue to the most disadvantaged groups of the population have universal validity, irrespective of political ideologies, and they should suffice to generate the necessary dynamism among the leadership of a country and persuade them to capitalize upon the potential of literacy and adult education for sensitizing and activating the masses to the achievement of these unexceptionable goals. Leadership at the national level has, of course, to be supported by equally committeed leadership right down to the grass roots level, but generally speaking when the leadership at the national level shows an action commitment, it invariably has a multiplier effect.

Some principles of planning with special reference to literacy and adult education

(a) *The context of planning*

In developing plans for the achievement of literacy and adult education goals, it is essential to take into careful account the political, economic, social and cultural forces operating in each country. They provide leads regarding the directions which the plans should take so as to capitalize upon and utilize these forces. They also provide a framework which could serve as one criterion for evaluating the feasibility of plans. These forces need not be regarded as being entirely immutable, but a prior assessment of their nature and valences is useful in the sense that when the factors to be reckoned with are known, strategies can be planned beforehand for using to advantage such of them as are seen to have a facilitating effect on the achievement of intended goals, and for counteracting others which show an inhibitory potential.

(b) *Clarification of concept of literacy and setting of goals for literacy*

Every country should make clear what it means by literacy, and what it wants to achieve through literacy for the individual, for society, and for the country as a whole. From the country experiences, it was clear that no country in the region defined literacy in terms of the 3 Rs, namely reading, writing and arithmetic. All the countries have broadened their concept of literacy to include knowledge, skills and attitudes conducive to the enhancement of quality of life. The concept of literacy in no two countries is quite the same. In order to prepare a plan for literacy education, it is necessary that a country should first clearify its concept of literacy.

Similarly, literacy is not sought for its own sake. Literacy *per se* may have its benefits, but literacy for the sake of literacy is not what the countries seek now. They want literacy as a vehicle for individual and national development, but this has to be spelled out in specific terms for programme planning.

The experiences of the Member States and of Unesco during the last decade have shown that adults would not be interested in attending literacy classes solely to read and write. Literacy programmes should help them to solve the problems confronting them in

their daily lives. In the light of this consideration, literacy programmes are made comprehensive so as to help learners not only to read and write but also to improve their earning capacities and the ability to overcome the social and economic problems of daily life. The goals and objectives of litearcy programmes should be broad, but at the same time they should be realistic and achieveable. Many literacy programmes have failed because their objectives have been high sounding and vague, so much so that they were not able to deliver the goods. Care should therefore be taken to ensure that programme planning is based on goals that are comprehensive, realistic and attainable.

(c) *Planning literacy and adult education as an integral part of the total life-long learning system*

Literacy and adult education should be planned as an integral part of the total life-long learning system. The achievement of litearcy is, of course, one of the primary goals of the formal education system. Failure in this regard arises in several ways. Many children do not enrol at all in school. An overly long period is often taken by schools to make literate those who enrol, and many drop out of school before becoming literate. Even of those who become literate, the acquisition of literacy by many is of so marginal a character that they relapse into illiteracy, especially in the absence of a network of community libraries providing interesting, simply written and relevant reading material. Literacy planning should first of all attack the problem at its source, namely, by ensuring the enrolment in school of all children of the relevant age group, providing literacy through efficient methods of instruction, retaining them sufficiently long in school so that adequate mastery is achieved, developing in them an interest in literacy that would be sustained throughout life, and finally by ensuring that a well-equipped and well-managed library system, inclusive of mobile libraries that bring books to the homes of prospective readers, is developed. At the same time, non-formal educational opportunities should be provided for those who have, for one reason or another, not acquired literacy through the formal system, or having acquired it at some stage relapsed into illiteracy later. Literacy is not an end in itself but the means to an end, and needs the continuing support of adult education to achieve this end, which is the realization by each individual of his or her full potential as an effectively functioning human being in a personal capacity as well as in the capacity of a contributor to national development in all its facets. The acquisition of literacy facilitates the utilization of all subsequent educational opportunities, whether formal or non-formal, throughout one's life span, apart from the access it provides to the printed word, which is an inexhaustible source of knowledge and enlightenment. The justification for according primacy to literacy and then to adult education is self-evident, and the challenge before educational planners is to work out viable means for the delivery of programmes as the elements of a life-long learning system.

(d) *Inter-sectoral planning and co-ordination*

Plans for literacy and adult education should be co-ordinated with planning in social, economic, cultural and *religious* sectors. In this regard, health, nutrition, social welfare, agriculture, industry, environment, and religion were identified at the Workshop as areas of activity with which literacy and adult education plans and programmes should be co-ordinated so as to make them a functional instrument of increased productivity, employment creation, moral advancement, and human well-being in general, including an equit-

able distribution of income and wealth. Not only should governmental activities in all these spheres of activity, including literacy and adult education be co-ordinated among themselves, but there should also be co-ordination of governmental activities with those of private agencies and organizations such as women's associations, workers' unions, unions of farmers and other self-employed groups, and youth groups. Such co-ordination should not be confined to the central or the national level but should permeate all levels, and most of all the local levels through the establishment of local committees representing the various interest groups in the community.

(e) *The maintenance of a balance between centralization and decentralization*

It has been already pointed out that statements regarding policy goals should really emanate at the level of the national leadership to give sufficient visibility to them, and to ensure that the governmental machinery existing in each country becomes committed and geared to the achievement of policy goals. But this does not mean that the formulation of plans should be carried out without full consultation with those who would be involved in the implementation process as well as any others who may have useful contributions to make.

The decision making processes in regard to literacy and adult education should, in fact, be broad-based and participatory, encompassing the entire range of activities: planning, management, monitoring, evaluation and research. The most important participants are the learners themselves, then come teachers, field supervisors and higher level personnel right up to those in charge of the planning agencies. Channels of communication should not be confined to directives and messages from the top downwards. They should be built up right from the grass roots levels to ensure their active participation in identifying needs, formulating plans, managing and monitoring programmes, and in research and evaluation activities. The identification of needs involves a sensitivity to the life styles of the diverse target groups that should be taken into account. It is of vital importance that the greatest amount of attention should be paid to the least advantaged, such as women, the rural population, the urban poor, and ethnic and religious minorities, especially those living in remote areas. They should be encouraged to identify their needs themselves, but since the disadvantaged often have a limited perspective, not aspiring for the better as a result of having never known it, positive action is needed to stimulate in them a desire for a better quality of life than that which is in their immediate field of vision. When needs have been identified, the formulation of alterantive strategies and operational plans should be a participatory process in which all are involved, and any decisions regarding them should, as far as possible, be based on a large measure of agreement. There should be flexibility about these decisions, and effective monitoring mechanisms should be built into all stages of the implementation process so as to permit speedy feedback, on the basis of which modifications could be made as needed in the plans initially decided upon.

A wholesale commitment to either centralization or decentralization with complete exclusion of the other appears to be neither feasible nor desirable. What is needed is an appropriate mix that capitalizes upon the potential of each to contribute towards the achievement of intended goals. The needs of various groups of learners can be most satisfactorily identified through a decentralized process. But, for example, when the

needs of cotton growers or paddy farmers have been identified through participatory processes involving a small number of groups, it is not necessary to extend this exercise to cover every such group. In the development of a curriculum and learning mate..., a limited number of groups may be involved. A continuation of this process with more and more such groups is unnecessary, and would give diminishing returns not warranting the time and the effort involved. The materials developed with the participation of a few groups of learners would be found to meet the needs of other similar groups. They should then be centrally refined, produced and distributed with all the economies of scale that would accrue with central production and distribution. Of relevance in this connection is the on-going project in Indonesia for the production by the national authorities of over a hundred learning packages on diverse topics to serve the needs and interests of various groups of learners. The aim is to supply some of them as are requested by groups of learners as being relevant to their learning needs. Another activity in which local responsibility might not be entirely effective is that of personnel training for literacy and adult education programmes. It is inconceivable that every decentralized entity should undertaken programmes of training. While there ought to be inputs from decentralized entities into the training process, the most effective modality for carrying out training may be by means of regional programmes, which are able to pool resources and achieve economies of scale. These examples should suffice to show the advantages of a mix of policies as against exclusive reliance on either centralization or decentralization.

(f) *The reconciliation of national needs and local needs*

While it may be said that in general there is a congruence between national needs and local needs, and that programmes to meet them are by and large mutually supportive, it is necessary to recognize that situations of conflict may sometimes arise. In regard to literacy education, the issue of the language through which literacy is imparted can, for example, give rise to a conflict of interests. Many countries of Asia have population groups whose mother tongue is different from the official language or the officially recognized languages. Both pedagogical considerations and sensitivity to the emotional and cultural bonds that tie human beings to the languages they speak demand that literacy education should be imparted in these languages, although they may not be the official or the officially recognized languages of the countries concerned. There are two dangers involved in this practice, although the extent of the dangers may differ from country to country, being insignificant in some and quite important in others. The first is that it may retard the development of a national identity, and the process of integration into the national life of the country. The second danger is that a particular linguistic group, instead of identifying itself with the nation of which it is a constituent part, may seek to identify itself with a group speaking the same language but belonging to another country, this danger being accentuated when the latter group is living contiguous to the former, or at least not too distant geographically. In cases where there is also an identity of religion, the situation becomes even more dangerous. While the general principle that local needs should be identified and fulfilled is substantially sound, in some cases national needs may have to be an over-riding consideration. Literacy planners have to be conscious of this problem, and work out a solution within the context of each country.

(g) *The harmonization of literacy and adult education with trends in mass communication*

In planning literacy and adult education, account should be taken not only of the socio-cultural context, but also of the type and content of the information and communication processes in society. The mass media could serve as a supportive instrument for quickly achieving the goals of literacy and enabling the new literates to understand better social systems and organizations both within and outside their societies. While recognizing that in some countries the present influence of the media is to a certain extent counter-productive *vis-a-vis* the achievement of literacy and adult education goals, the real challenge is to mobilize them to play a constructive and facilitating role. The mass media most usable for this purpose are newspaper, the radio, and television.

(h) *Ensuring the flow of information*

Some reference has already been made to the flow of information, but further elaboration is warranted by the fact that the Workshop placed a great deal of emphasis on it.

Communication and information processes are vital for linking the planning of literacy with the processes of implementation, management, monitoring and assessment. The following dimensions of information flow are specially significant in literacy planning: – information needs for decision-making, capacity for information collection and monitoring (reserach, statistics etc.), willingness to use information for decision-making, planning and monitoring/evaluation, and timing of information needs and acceptability of methods of presentation. Four major sources of information are: (i) guidelines emerging from the economic/manpower plan regarding the functionality of the literacy programme; (ii) educational/pedagogic aims of literacy as defined by the educational authorities; (iii) quantitative data on the number, demographic characteristics, location and professional role of literates; and (iv) qualitative data on the target group's future learning and life-skill needs. The first two types of information are usually available in government documents. The other two types of information will have to be collected and monitored by a variety of means such as the teachers themselves, educational organizations at all levels, community/people's organizations etc. The communication process between the learners, the administrators and the planning monitors should be continuous and include goal/target messages as well as achievement/evaluation messages. Within this multifaceted communication process, the direct contact between the programme designer/evaluator and the learner should be regarded with the utmost consideration. It is on the basis of information emerging from the interaction between the felt and expressed needs of the community and the literacy acquisition process of the individual that useful insights for planning can be obtained.

(i) *High level policy making/planning mechanisms*

A brief review follows of the high level policy making/planning mechanisms set up for literacy and/or adult education in a number of the countries of the region. Those at levels other than the highest are not considered here as they are dealt with in the monograph on administration.

Planning of literacy programmes

Afghanistan has established a High Council for Literacy with policy making functions and a General Agency for Literacy Campaign (GALC) entrusted with planning and implementation. Among the Ministries involved in literacy and adult education planning and implementation are the Ministry of Education, the Ministry of Higher Education, the Ministry of National Defence, the Ministry of Agriculture and the Ministry of Public Health.

Bangladesh has established a National Literacy Council with the Vice-President of the Republic as the chairman. A Directorate of Mass Literacy has been established under the Ministry of Education. Other Ministries with a leading role are the Ministry of Local Government, and the Ministry of Rural Development and Co-operatives.

In India, overall responsibility for literacy and adult education is rested in the Union Minister of Education. A National Board of Adult Education has been set up to advise him, and in the Ministry of Education there is a Directorate of Adult Education.

In Indonesia, under the Ministry of Education and Culture, there is a Directorate-General of Non-Formal Education and Sport with responsibility for planning and implementing literacy and adult education programmes.

The Lao PDR has established a Council of Ministers with the President at the head for taking policy decisions. Planning at the central level is in the hands of the Department of Adult and Complementary Education.

In the Philippines, Presidential Decree No. 1139 issued on 13 May 1977 created the position of Under-Secretary (since re-named Deputy Minister) of Education and Culture for Non-Formal Education. The Deputy Minister is entrusted with the overall responsibility for the non-formal education programmes of the Ministry of Education and Culture, including those of the state and private colleges and universities, and the establishment of linkages with institutions with similar programmes, both government and non-government, to ensure effective and integrated implementation of these programmes.

In Thailand, the Department of Non-Formal Education of the Ministry of Education is responsible for the formulation of policies.

In Viet Nam, plans are drawn up and executed jointly by the Ministry of Education and the State Planning Commission.

The planning process

This discussion of the planning process in literacy and adult education is selective, rather than comprehensive, in the light of the consideration that separate monographs deal with administration, curriculum and instructional materials development, and monitoring.

(a) *The assessment of needs*

While the process of policy formulation is itself predicated on the basis of a needs assessment of some generality, a more specific and detailed needs assessment is required for the formulation of plans. As pointed out in the discussion on centralization and decentralization, the clientele for literacy and adult education should participate in the assess-

ment of needs. Most plans for literacy and adult education concede this in theory, but in practice the extent to which the clientele is involved may differ from country to country. In the assessment of needs, care should be taken to make it as comprehensive as possible. An important consideration is that in as much as it is not within the power of education alone, however imaginative or innovatory the programmes that are conceived may be, to remedy certain deficiencies, the needs assessment should be undertaken as a co-operative, inter-sectoral activity. All government agencies and private agencies should participate, working at the level of the community so that a package of remedial measures, of which education is only one component however powerful or important it be, is identified and that simultaneously with education those measures falling within the preview and competence of other agencies are also undertaken by them. The needs assessment should really be an input into all development programmes at the community level, if the desired improvement in the quality of life of the community is to be achieved. A specific example should perhaps be given to emphasize this point, as it is often overlooked. If the education of those engaged in farming is to be undertaken to teach them new techniques for improving their productivity, and if the use of high-yielding and disease resistant varieties of seed is necessary for this purpose, no amount of education would help unless such varieties of seed are made readily available to the farmers by the agricultural sector. Conceivably, education could be a corrective to any lethargy on the part of the agricultural sector in the sense that with the provision of education the demand for such seeds to be made available may find articulate expression that would not fail to elicit a response. In other words, education can, apart from all else that it achieves, also help people to find their own voices so that they become a force to be reckoned with. Notwithstanding this potential of education, the limits within which an educational programme could be effective should be borne in mind, and the necessity for concomitant measures in other sectors should be emphasized.

Another point to note about the assessment of needs is that it should cover every aspect of a plan, including its component programmes and projects, and that it should be undertaken longitudinally so that the assessment is a continuing affair sensitive to changes in needs as a result of changes in circumstances. In this sense, it is also a feedback mechanism that could results in programme changes and improvements.

(b) *The formulation of literacy and adult education objectives*

The formulation of literacy and adult education objectives should follow upon the assessment of needs. Some examples of literacy - linked adult education objectives are quoted below from certain countries of the region.

Afghanistan

- to change the attitude of the people for the benefit of the country's progress;
- to open the way for the participation of the people in the socio-economic reconstruction of the country;
- to increase the productivity of the people through functional literacy and education;

- to create better family conditions;
- to improve health and fitness.

Bangladesh

- to help the illiterates to read and write with understanding;
- to help the illiterates to do simple calculations necessary for their daily living;
- to help the illiterates to acquire skills, attitudes and values for becoming good and responsible citizens and understanding socially useful and production, canal digging, family planning etc.

India

- literacy and numeracy to a sufficient level to enable learners to continue self-reliant learning;
- functional development;
- social awareness including an awareness about the impediments to development, about laws and government policies, of the need for the poor and illiterate to organize themselves for group activities.

Indonesia

- to overcome illiteracy;
- to provide functional information which can be used to improve standard of living;
- to teach a skill by which learners can earn their daily living;
- to implant and develop mental attitudes conducive to development and innovation.

Philippines (with special reference to the programme in Mindanao)

- to help solve the illiteracy problem especially in the areas affected by man-made calamities;
- to develop among the target clientele the spirit of patriotism and nationalism;
- to enhance the improvement of conditions for peace and order in the area;
- to promote better understanding, harmonious relations and brotherhood among the people especially between the military and the civilians.

A point to be noted about all these formulations is that they go beyond reading, writing and arithmetic, and encompass social and economic objectives and in the case of the Philippines political objectives as well.

(c) *Target groups*

Since the process of personal development of human beings is one that begins with birth and does not terminate until death, every human being gets automatically included

in the target group for education, and this concept is encapsuled in the phrase 'life-long education'. Excluding from the universe of human beings pre-school children, and such children and adults as are being already provided education through formal channels, we are left with those who lack literacy as a target group for literacy education. They, along with out-of-school youth and adults, constitute target groups for diverse forms of adult education that would enable them to realize their potential as fully functioning human beings in all facets of life. Among them, those groups whose survival needs are being scarcely met deserve priority attention. They are the poor, urban or rural, the disabled, the aged, and the unemployed or under-employed. Even in the case of these particular groups, it is necessary to emphasize that while the major thrust in the design of programmes should be on education and learning to meet survival needs, their broader developmental needs to acquire relevant knowledge and skills to become fully functioning human beings with an ever increasing growth potential should not be overlooked. Indeed, the goal of all literacy and adult education should be the creation of a life-long learning society with a 'cafeteria' of learning opportunities that could be availed of according to individual needs and interests in various situations and at various stages of life.

Countries may decide to concentrate their immediate efforts on certain groups. For example, the priority order in Afghanistan for literacy education is as follows: men and women in urban and organized sectors, out-of-school children, men in rural areas, women in rural areas, and nomads. In Bangladesh, illiterates 11-45 years old constitute the priority group. In India, the age group 15-35 years old has been identified as the target group, and among them, too, priority is to be given to women, scheduled castes and scheduled tribes. In Indonesia, illiterates aged 10 to 45 years constitute the priority target group. In Laos, 50 per cent of the illiteracy having been eradicated by 1977, the remaining illiterates are the target group for literacy education, but Laos has also identified two target groups for complementary education. It is proposed to ensure that cadres at the village level complete primary education, and that 50 to 60 per cent of the cadres at the district and provincial levels complete secondary education. In the Philippines, the population in the troubled areas of Mindanao has been identified for a very intensive programme. Although the overall literacy rate in the Philippines is 89 per cent, it is only 22 per cent in these particular areas. In Thailand, special attention is directed towards the hill tribes. In all these countries, the identification of special groups does not mean that others are completely excluded. It only implies that a major effort is directed towards them. Viet Nam has successfully completed its literacy campaign, and the present thrust is in the provision of complementary education for youth and adults.

(d) *The setting of quantitative targets*

The setting of quantitative targets is a useful element in plan formulation for at least two major reasons. In the first place, target setting involves a specificity that serves as a corrective to indulgence in vague generalities. In the second place, quantitative targets provide a yardstick against which actual achievements could be measured. Ideally, even such a short term target as a five-year target should be disaggregated into annual targets so that there could be effective monitoring of the pace at which relevant activities are being undertaken in order to explore ways and means of accelerating the pace, if necessary. It is to be noted that the value of quantiative target setting with respect to

literacy education has been appreciated by some countries, and that these targets are set out in plan documents. A few examples may be cited here.

Afghanistan set itself quantiative targets for the years 1979 to 1982, making in regard to 1983 the statement that there would be coverage of the remaining illiterates. The target set for 1979 was 200,000 men, 200,000 women and 100,000 children but the achievement ratios as assessed in 1979 were 84 per cent, 11 per cent, and 35 per cent respectively, giving an overall achievement ratio of 64 per cent. The targets for the later years were revised, and the plan period was extended in the light of the experience of 1979. In Bangladesh, the Ministry of Education announced a crash programme for the period 21 February 1980 to 31 December 1980 to make 10 millions between the ages of 11-45 years acquire literacy and numeracy skills, and also basic information pertaining to everyday living. India announced a plan to make 100 million illiterates in the age group 15 to 35 years literate within 5 years, and also set yearly targets such as 4.5 millions for 1979-80. Laos announced in January 1977 a plan for the complete elimination of illiteracy. 50 per cent of the illiteracy was eliminated by the end of the year, and the total elimination was set out as a policy goal to be achieved by 1981 along with two goals related to complementary education.

(e) *Funding and resource mobilization*

The report of the Ho Chi Minh City Workshop contains a reasonably full discussion of issues related to funding and resource mobilization, and it is reproduced here in a slightly modified form.

The total volume of financial resources devoted to literacy education should be of the right magnitude in comparison with the financial allocations to formal education and to other major sectors of human activity in the community. While this 'right magnitude' cannot be defined in precise cost-benefit terms, it can at least be estimated on the basis of the measurable inputs into the literacy process such as the number of students enrolled, the number of villages covered, posts filled (including part-time voluntary, and para-professional staff). The total budget provided for literacy education should be optimally allocated among the different programme components of the literacy programme such as: trainers' salaries, incentives for part-time (evening class) teaching, supplies and equipment, special subsidies to disadvantaged groups, research and development costs, post-literacy and adult education components. The criterion for such as optimum allocation should be based not only on the perceived needs of the target groups but also upon the capacity of different organizations within the programme to become partially, if not wholly, self-supporting eventually. The budget allocated for literacy education should be utilized in the most economically efficient way. As a minimum condition for *micro* efficiency, the students and the trainees should be in the right place at the right time and physical facilities should be used optimally. Economic efficiency should also be considered in a much broader and therefore *macro* sense, in which the traditional efficiency principle of minimizing costs or maximising profits should not be applied to literacy programmes. For example, 'saving' on reading materials can result in an entire post-literacy activity becoming wasteful. Providing a small monetary incentive to para-professionals and volunteers to teach in literacy (evening) classes is efficient in more than cost/time saving terms, as it can, in certain circumstances, pave the way for

contact and interaction between illiterates and educated professionals and leaders in the community.

Literacy and adult education cannot be planned simply in terms of allocating and supporting existing material resources, especially if it is intended as central to a basic human needs oriented strategy. The basic trust of literacy planning is to change the parameters in the immediate environment of the individual and of community life: to allow men, women and communities previously isolated and cut off from development to take part in it. In doing so, the entire literacy process is aimed at mobilizing land, labour, human, social and natural resources which were previously unavailable for development since they could not be mobilized.

To achieve such an unlocking, literacy and adult education should be complementary to formal general education and to technical and volcational training. The latter types of formal education allow individuals to do jobs better within a system and often provide a way out of the village or out of the urban slum area for the ambitious individual. But the strengthening of community skills can only be achieved through an integrated planning of formal education with literacy and post-literacy programmes and adult/complementary education. In mobilizing the different social and human resources in the community for literacy action, priority should be given to the most abundant resource in any developing society, namely the learners themselves. Their motivation and participation is among the most vital elements which determine the success or failure of a literacy plan. Literacy planning in some countries conceives the teaching-learning process itself as a process of resource mobilization: the active learner, motivated by the teacher can considerably shorten the time in becoming literate and thus economize on the scarce resources available in the community for the programme. In these countries, the social and human resources mobilized for literacy classes, often have a high economic value. Thus, for example, production co-operatives and factories are themselves responsible for running literacy classes and allow their human resources, the workers, to attend classes during working hours.

In the rural areas, community members organize themselves to gather timber and build classrooms, while different local committees motivate teachers to conduct literacy classes in the evenings on a voluntary basis with only a token monetary contribution from the community. Also, these committees can be made responsible for collecting contributions in cash and kind from the richer strata in the community for literacy purposes. It should also be mentioned that, especially in the rural areas, literacy classes are often a meeting place where teaching, information and demonstration about agricultural production techniques and their application are combined with various social mainfestations including cultural and recreational activities. The sharing of leadership at all levels of decision-making and management of literacy processes is a most important pre-requisite for preparing and recruiting part-time and volunteer teachers, for identifying and motivating the learners, and for providing social incentives for mass participation, whenever there is a capacity in the community which can be mobilized for literacy classes. Such leadership is also required to help identify, within all target groups, the occasions which would motivate people most to participate (e.g. filling in ballot papers during election time; calculating household expenses in connection with consumer co-operative activities etc.). Such leadership is also required to persuade the illiterate target groups that not only

society as a whole but also the individuals themselve will profit from literacy, and to demonstrate this fact to them through all available means.

The delivery system

Decisions regarding the delivery system will depend on the objectives of programmes, the target population groups, and the quantitative targets envisaged. Certain types of approaches may, however, be identified. There are the mass literacy programmes, in which the content is mass literacy, the target group consists of all illiterate persons about a certain age, and almost every literate person in the community is mobilized to serve as an instructor for a limited period of time to which the programme is confined. Though the content of such programmes is limited from the point of view of overall developmental needs, the courage of the population is extensive, and the proponents of the programme claim that the foundation which is laid would facilitate future programmes with a development oriented focus. An contrasted with such pure literacy programmes of a mass nature, there are programmes presented to small groups but with a content going beyond literacy skills. The groups may be homogeneous as, for example, when a learner group consists of farmers or fishermen. In such cases, the programme would have a specialized focus, and immediate results are anticipated from the point of view of economic productivity. Groups may also be constituted without regard to the specific occupations in which the learners are engaged, the criterion for enrolment being interest on their part. In such cases, the content would be of a more general nature and, in addition to literacy, topics such as health and nutrition, family life, responsibilities of citizenship, and the improvement of social and economic conditions would receive attention.

In selection approaches, when the mass mobilization of instructors is neither feasible nor desirable, decisions have to be made regarding the instructors to be used. Where the target group is pursuing a specific occupation such as agriculture, for example, the instructors will have to be knowledgeable about agriculture and also competent in imparting literacy skills. As persons with this combination of skills may not be found in sufficient number, reliance may have to be placed on the use of a minimum of two instructors rather than on a single instructor.

Opinion is divided on the use of school teachers in the role of instructors. Some countries feel that their approach is too pedantic to be effective with adults, and that persons with some school education selected from the community would achieve more success than school teachers on account of the greater empathy that they can establish with the learners. No hard and fast rule can be suggested, and each country has to work out a suitable modality as a result of experiementation. In either case, some orientation of training would be necessary to promote the instructional skills which have to be developed for facilitating successful learning on the part of adult learners.

Another question that arises is whether the delivery system should be institution based or independent of institutions. The general trend of opinion seems to be that an institution based delivery system limits coverage? and that instead of insisting that learners should attend institutions, they should be reached wherever they could be assembled and constituted into small learning groups. This would mean the utilization of

any available meeting place, outdoors not excluded, as a location for literacy and adult education programmes.

Evaluation and feed-back

Indeveloping a comprehensive perspective of the role of evaluation in planning and implementing an educational programme one has to recognize the fact that evaluation should permeate all components right from the initial assessment of needs through all stages extending not only until the termination of the programme but also beyond. In its initial stage, the evaluatory process encompasses the following major components:

(a) The need for the programme;

(b) The specific objectives of the programme;

(c) The potential acceptability of the programme; and

(d) The administrative and financial feasibility of the programme.

Decision making is involved in regard to all of these, and while the decisions should be taken in the light of the best available evidence and insights, the decisions and their operational consequences should be kept constantly under review during the process of implementation so as:

(i) to identify the strengths and weaknesses of the programme in its design and operation during the process of implementation;

(ii) to suggest ways and means of improving the programme by maximising its strengths and reducing its weaknesses through the use of appropriate support measures or alternatives.

This kind of evaluation is technically known as formative evaluation, and it should encompass almost all the elements of a programme such as objectives, strategies for achieving objectives, curriculum materials, teaching-learning processes, learning outcomes, and programme management. Feed-back from the evaluation should be used to effect changes and improvements.

Ideally, before the commencement of a programme, data about the knowledge, skills and attitudes of learners should be collected so that after termination of the programme, post-programme or summative evaluation could be undertaken meaningfully on both a short-term and a long-term basis to ascertain the changes that have taken place in the learners. It is necessary, especially in a programme of literacy and adult education, to emphasize the time dimension, for the reason that the evaluation undertaken on the termination of the programme may be of a pencil and paper type requiring verbal responses, whereas an evaluation undertaken some months after the termination of the programme could be of an altogether different character, and explore the ways in which the activities that the former learners are engaged in reflect the results of the learning. It is not easy to undertake such an evaluation, but its value is unquestionable. The results of this evaluation should be suggestive for programme improvements. In conclusion, it may be said that evaluation and feed-back are essential elements in the planning and implementation processes, for both concurrent inputs and future inputs that would largely improve these processes and lead to better programme outcomes.

Conclusion

Attention has been focused in this monograph on certain selected aspects of literacy and adult education planning that are of special importance, and not dealt with in the other monographs of the series. It is necessary, however, to emphasize that in order to obtain a wholistic perspective all the monographs should be read together and viewed as complementing one another.

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